

VZCZCXRO6143
RR RUEHDBU RUEHFL RUEHKW RUEHLA RUEHNP RUEHROV RUEHSR
DE RUEHMD #0517/01 1491627
ZNY CCCCC ZZH
R 291627Z MAY 09
FM AMEMBASSY MADRID
TO RUEHC/SECSTATE WASHDC 0699
INFO RUEHZL/EUROPEAN POLITICAL COLLECTIVE
RUEHME/AMEMBASSY MEXICO 0708
RUEHNE/AMEMBASSY NEW DELHI 0176
RUEHLA/AMCONSUL BARCELONA 4010
RHEFDIA/DIA WASHDC
RUEAIIA/CIA WASHDC
RUEHNA/DEA HQS WASHDC
RUEAWJA/DEPT OF JUSTICE WASHDC
RUCNFB/FBI WASHDC
RUEAHLA/HOMELAND SECURITY CENTER WASHINGTON DC
RUEILB/NCTC WASHINGTON DC
RHEFHTA/TSA HQ WASHINGTON DC
RUEHMD/USDAO MADRID SP

C O N F I D E N T I A L SECTION 01 OF 04 MADRID 000517

SIPDIS

FOR EUR/WE, WHA/MEX
FOR INR DAS CATHERINE W. BROWN

E.O. 12958: DECL: 05/27/2019
TAGS: [PINS](#) [PINR](#) [PREL](#) [PTER](#) [KCRM](#) [KJUS](#) [KHLS](#) [KSPR](#) [SNAR](#)
SP, MX
SUBJECT: SPAIN'S MULTI-PRONGED EFFORTS TO COMBAT TERRORISM,
ORGANIZED CRIME

REF: SECSTATE 22549

MADRID 00000517 001.2 OF 004

Classified By: A/DCM William Duncan for reasons 1.4 (b) and (d)

¶1. (C) SUMMARY AND COMMENT: A who's who of senior GOS officials on May 21-22 outlined Madrid's multi-faceted approach to combating security challenges - particularly terrorism and organized crime - during a private seminar organized by the Mexican Embassy and the Ibero-American General Secretariat. The Mexican DCM on May 20 told Post officials that, as a courtesy gesture to a valued partner of both the GOS and GOM, the USG was the only third-country invited to the event. Although GOS-GOM bilateral security cooperation was the focus of most presentations, the GOS officials' comments collectively create a comprehensive framework for how the Zapatero government addresses these concerns. Many of the GOS presentations, grouped thematically below, emphasized the themes of the transnational nature of the threat, the importance of a multilateral response, and the value of confidence-building measures in working with other nations. Post believes the GOS speakers at times presented a rosy view of Madrid's security policy and that, in practice, the GOS could improve its inter-service cooperation and its collaboration with the USG. This cable provides information requested in REFTEL, which identifies Spain as a priority country for reporting on counterdrug issues. END SUMMARY AND COMMENT.

//NATIONAL SECURITY//

¶2. (SBU) Bernardino Leon, the Secretary General of the Office of the President (whose duties are roughly equivalent to a combination of the White House Chief of Staff and the US National Security Adviser), emphasized that the GOS views multilateralism as the best way to confront these security challenges and presented the GOS as a staunch proponent of UN-approved multilateral efforts. He stated that these security challenges require a global response.

//HOMELAND SECURITY//

13. (SBU) Interior Minister Alfredo Perez Rubalcaba described liberty and security as two sides of the same coin and added that respect for the rule of law is what separates democratic nation-states from narcotraffickers and terrorists. He suggested that criminal and terrorists -- whom he suggested are quicker to adapt to change and opportunities than governments are -- have a strategy for their efforts, so governments must develop their own, global strategies. Rubalcaba summarized the GOS's own strategy as based on the 4 P's: prevention, pursuit, protection and preparation. He further asserted that cooperation between nations was "fundamental" and that winning the confidence of partner nations is "essential" to successful collaboration.

14. (C) Antonio Camacho, Rubalcaba's deputy, addressed the GOS's answer to terrorism and organized crime, which he described as "two of the biggest threats to Spanish society." He highlighted that the GOS's approach has been to work within the rule of law and stated it would be a mistake to sacrifice some liberties to gain more security, which he said would be tantamount to conceding a "first victory" to adversaries. Citing Spain's 40-year campaign against the domestic terrorist group Basque Fatherland and Liberty (ETA), Camacho said that the GOS has developed an integrated counter-terrorism (CT) strategy that is both respectful of the democratic system and effective against terrorists and those that support them politically, logistically, and financially. He claimed that there was better cooperation than ever between the Spanish National Police (SNP) and the paramilitary Guardia Civil (GC). (COMMENT: Post believes that removing stovepipes between the SNP, GC and National Intelligence Center (CNI) remains an ongoing challenge for the GOS. END COMMENT.) Camacho described the radical Islamic threat that emerged after 9/11 as a global threat -

MADRID 00000517 002.2 OF 004

to which no country is immune, although not all face the same level of threat - that requires a global answer. He asserted that radical Islamic terrorism is adaptive, which requires States to constantly update the tools at their disposal to combat that threat. The GOS has done this by strengthening its penal system, improving international cooperation with the US, EU, and North Africa in particular, building up its intelligence units, and increasing its number of CT units in the security forces. The GOS also has created the National Center for Counter-Terrorism Coordination (CNCA) and is reaching out to the Muslim community in Spain. Camacho asserted that organized crime networks understand globalization, which has enabled them to increase their playing field and do business wherever they can. He said the GOS's response is to attack these networks at all levels, especially money laundering, which he described as "an essential phase" of organized crime. He said that wherever a State fails to act, organized crime will move in. He concluded by asserting that States will not defeat terrorists and organized crime networks just by having a bigger army or larger security services, but victory is obtainable by being more intelligence, professional and innovative.

//STRATEGIC//

15. (C) Oscar Jaime Jimenez, Executive Adviser on Homeland Security Studies within Camacho's office, stressed that the response to terrorism should be a holistic one conducted by all governmental departments and agencies, rather than by the police alone. He stated that this is a "fundamental" point and that, furthermore, it is important to modernize structures, such as guarantees for the rule of law and democracy. Jaime Jimenez admitted that the SNP "probably was not prepared" for the Madrid train bombings in 2004 (known as 11-M), but argued that the force had been modernized since then and cited the absence of further radical Islamist attacks in Spain as proof of the "efficiency" of these reforms. He further claimed that a successful CT strategy includes a communications component to discuss with the public the nature of the threat and the capacities of the

State to protect them. (COMMENT: LEGAT and POLOFF both thought it odd that Jaime Jimenez publicly touted a communications campaign as part of a successful CT program since the Zapatero Administration is not known for being forward-leaning in explaining to the Spanish public the extent of the threat that Spain faces from radical Islamists.

END COMMENT.) Jaime Jimenez stated that the GOS bases its strategy to combat terrorism and organized crime on two key assumptions: 1) that there will always be individuals disposed to defend radical ideas and therefore terrorism will be around for many years to come; and 2) the majority of the public perceives organized crime as distinct from terrorism, which he claimed was "dangerous." He added that the occasional "settling of accounts" by organized crime figures is viewed as isolated and remote from the daily concerns of most members of the public, for whom organized crime does not create as much "social alarm" as terrorism does.

//INTELLIGENCE//

16. (SBU) CNI Director Alberto Saiz spoke on international organized crime and its effect on societies, an issue which he claimed transcends borders and can penetrate police, state and institutional structures. He linked organized crime to money laundering and said that these groups fund clubs, foundations, sectors of the economy, tourism and - in extreme cases - political parties. He stated that the only way to combat organized crime is by the coordinated use of force to secure a nation's borders. He described organized crime as a "big threat" to Spain.

17. (C) Fernando Moreno, an SNP Commissioner who serves as Chief of Strategic Intelligence in Spain's Organized Crime Intelligence Center (CICO), made the case for a "transnational" - not just bilateral - response to

MADRID 00000517 003.2 OF 004

narcotraffickers, money launderers, and trafficking in persons. He argued for developing a regional Ibero-American program for greater collaboration. This effort would help address the GOS's current assessment that traffickers and launderers are "too fluid" in their operations, which prevents Madrid from having a clear idea of what is happening before these networks arrive in Spain. Moreno acknowledged that it is difficult to find reliable statistics on the activities of these groups and argued for sharing information in a joint database, which would allow all States concerned to have access to relevant information on these organized crime networks. He suggested, technically speaking, "it does not seem too difficult" to create such a database. COMMENT: After 2.5 years in his current post, Moreno told POL Section officials on May 26 that in mid-June he will become the SNP's first-ever legal attache in New Delhi. His successor has not been named. END COMMENT.

//LAW ENFORCEMENT//

18. (SBU) Miguel Valverde, chief of the SNP's intelligence wing, highlighted that Spain already had "ample" experience in CT issues - fighting ETA - before 11-M. He outlined three key aspects to the SNP's CT efforts: (1) having good intelligence; (2) having the best possible internal coordination among Spain's various security services; (3) and having good international cooperation. He also stated that there is a "close" relationship between organized crime and terrorism.

//PROSECUTORIAL//

19. (SBU) Candido Conde Pumpido, Spain's Attorney General (AG), spoke on the subject of whether the global economic crisis will impact security. He suggested there is "no better investment" for nations than investments in an effective security and judicial system, which he claimed creates economic growth. He argued there is a centrifugal force in the application of the rule of law that sends a

clarifying message to the public about the morality of the State's actions. The AG highlighted that the GOS believes it must guarantee freedoms and provide support for victims of organized crime. He added that transparency and impartiality in the rule of law win the confidence of the people, which is "key" to the success of this endeavor. The AG, who stated that Spain and France have 11 joint investigative teams, also remarked that the GOS had learned a lot about the importance of the rule as a result of its many years combating ETA. On the subject of illegal narcotics and narcotraffickers, he stated that the international system cannot demand that the South reduce the supply while the north does not stop supplying arms, which he claimed has turned some groups into "authentic armies."

¶10. (SBU) Javier Zaragoza, Chief Prosecutor at the National Court, addressed best practices of the Spanish judicial system. He highlighted the increasing globalization of the judicial system, citing the UN Conventions against Drugs, Terrorism, Organized Crime and Corruption, which he described collectively as the basis for the increasing judicialization of the international efforts against international crime. He stated that the protection of fundamental rights is the one of the bases of international law and that the establishment of a global system was "absolutely fundamental" to attacking the "impunity" which some violate these laws.

//JUDICIAL//

¶11. (C) Baltasar Garzon, an Investigating Judge on Spain's National Court, made his case for "universal jurisdiction" in cases involving narcotrafficking, terrorism, and organized crime, which he asserted do not respect national borders and need to be thought of as "universal" issues. He said this called for a change of mindset for some, adding that if this point is not understood, then governments are on the "wrong

MADRID 00000517 004.2 OF 004

path" on this issue. Garzon said that one of the challenges that governments face is to harmonize their laws on these issues, which will pave the way for universal laws for these global problems. (COMMENT: Garzon was not speaking for the GOS on this issue, as GOS officials regularly stress the independence of the judiciary in Spain. END COMMENT.) The judge also stated that bilateral cooperation develops over time and comes from building confidence and establishing trust.

//LEGISLATIVE//

¶12. (SBU) Alvaro Cuesta Martinez, chair of the Judicial Committee in the lower house of Spain's parliament, said that beefing up resources - personnel, budgets, and material - in the fight against organized crime has been a legislative priority. He stated that nowadays there is a greater level of coordination - sharing data and intelligence - between the SNP and the GC. (COMMENT: See Comment in Paragraph 5. END COMMENT.) He noted that, since 11-M, penalties for trafficking in explosives have increased and the GOS also has redoubled its efforts to combat money laundering. He said that one of the agenda items for Spain's upcoming EU Presidency in early 2010 will be to work toward harmonizing criminal law within the EU.

//THE MEXICAN PERSPECTIVE ON THE GOS-GOM RELATIONSHIP//

¶13. (SBU) Gustavo Mohar, Secretary General for the Center for Investigation and National Security, delivered the GOM's most interesting remarks. He said institutional trust between the two governments yields "intense collaboration," especially in terms of analysis and technical cooperation. He added that the agenda in the bilateral security relationship includes combating radical Islamic terrorism, and reporting on Cuba, Venezuela, and Central America. He also spoke at length on issues related to Mexico's internal security issues.

CHACON